

## INFORMAL GLOSSARY

### EVEN START FAMILY LITERACY PROGRAM

**Adult Education and Family Literacy Act (AEFLA):** Federal statute that authorizes adult education and family literacy programs. (*Title II of the Workforce Investment Act of 1998, Public Law 105-220; 20 U.S.C. 9201-9253.*) The AEFLA is administered by the Office of Adult and Vocational Education at the U.S. Department of Education. You can find further information about the AEFLA, and a copy of the statute, at the following website: <http://www.ed.gov/about/offices/list/ovae/pi/AdultEd/index.html>.

**allocation (State educational agency):** As used in the Even Start context, the amount of the formula grant that the U.S. Department of Education makes to each State educational agency (SEA) under section 1232(d) of the Even Start statute. (*Section 1232(d), Elementary and Secondary Education Act of 1965, as amended (ESEA); Title 20 U.S.C. 6381a(d).*) Each SEA may reserve a certain amount for State administration and technical assistance, and must use the remaining funds for subgrants for local Even Start projects.

**adult education:** See “adult education eligibility” in this Glossary for the definition of “adult education” under the Adult Education and Family Literacy Act (AEFLA).

**adult education and literacy training:** One of the four core instructional components that local Even Start projects must provide as part of “family literacy services.” (See “family literacy services” in this Glossary.) The adult education component provides high-quality, intensive instructional programs in adult literacy or adult basic education, including English language literacy as necessary, that leads to economic self-sufficiency. (*Sections 1231(1), 1235(4) and 9101(20), ESEA; 20 U.S.C. 6381, 6381d(4) and 7801(20).*) Section 1235(10) of the Even Start statute (*20 U.S.C. 6381d(10)*) requires adult education services to be based on scientifically based reading research to the extent that research is available.

For further information on adult education research, see “National Institute for Literacy” in this Glossary. See also the Department’s What Works Clearinghouse (WWC), at the following website: <http://www.w-w-c.org/>. The WWC gathers studies of the effectiveness of educational interventions (programs, products, practices, and policies), reviews the studies that have the strongest design, and reports on the strengths and weaknesses of those studies against the WWC Evidence Standards. One of the upcoming WWC reports will be on adult literacy, and will address the following questions: which Adult Basic Education (ABE) interventions improve students’ reading, writing, and functional skills; which English for Speakers of Other Languages (ESOL) interventions for adults improve these same skills; are there common components of these interventions that are more effective than others; and are some interventions more effective for certain types of students.

**adult education eligibility:** Eligible adult participants in Even Start programs include (in part) those who are eligible for participation in “adult education and literacy activities

under the Adult Education and Family Literacy Act.” (Section 1236(a)(1)(A), ESEA; 20 U.S.C. 6381e(a)(1)(A).) “Adult education” under the Adult Education and Family Literacy Act means: “services and instruction below the postsecondary level for individuals who have attained 16 years of age, who are not enrolled or required to be enrolled in secondary school under State law, and who—

- lack sufficient mastery of basic educational skills to enable the individuals to function effectively in society;
- do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or
- are unable to speak, read, or write the English language.” (Section 203, AEFLA; 20 U.S.C. 9292.)

**application, State:** A State must submit to the U.S. Department of Education a general application that meets the requirements of section 441 of the General Education Provisions Act (GEPA) to receive a formula grant of Even Start funds. (Section 441, General Education Provisions Act (GEPA); 20 U.S.C. 1232d; Education Department General Administrative Regulations (EDGAR), 34 CFR 76.101-76.106.) The application may be submitted jointly for all Federal education programs covered by the application (often called a “consolidated” State application), or it may be submitted separately for each such program or group of programs (an “individual program” State application). The application must be approved by each official, agency, board, or other entity within the State which, under State law, is primarily responsible for supervision of the activities conducted under each program covered by the application, and must set forth specific assurances required by section 441 of GEPA. (Section 441, GEPA; 20 U.S.C. 1232d.)

**application, local program:** To be eligible to receive a new subgrant of Even Start funds, an eligible entity must submit an application to the State educational agency (SEA). The application must be in the form and contain or be accompanied by the information required by the SEA, and include specific information required by section 1237 of the Even Start statute. (Section 1237, ESEA; 20 U.S.C. 6381f.) States sometimes call these applications “requests for proposals (RFPs)” or “requests for applications (RFAs)”.

**appropriation act (Federal):** An act of Congress that permits Federal agencies to incur obligations and to make payments out of the Treasury for specified purposes (that is, it gives agencies money to spend). (*Principles of Federal Appropriations Law (Principles)*, 2<sup>nd</sup> ed (1991), United States General Accounting Office (GAO), Office of the General Counsel, p. 2-3.) The appropriation for the Even Start program generally is included in the Federal annual appropriations act for the Departments of Labor, Health and Human Services, and Education, and Related Agencies. (See, for example, Public Law 108-199, the Consolidated Appropriations Act, 2004, Division E.)

**appropriation authorization legislation (also referred to as “authorizing” legislation):** Federal legislation that authorizes the Congress to appropriate funds to implement the organic or enabling program legislation. As a general proposition, authorizing legislation does not give an agency any actual money to spend. (*Principles*, p. 2-33.) For example, section 1002(b)(3) of the ESEA authorizes the appropriation of funds for the Even Start program through fiscal year 2007. However, the actual money that is

given to the U.S. Department of Education to spend on the program generally comes from an annual appropriation act. For the Even Start program, the authorizing legislation is included in the overall “organic” or “enabling” legislation that establishes the Federal program, which is the Elementary and Secondary Education Act of 1965, as amended (ESEA). The statutory provisions relating specifically to the Even Start program are in Subpart 3 of Part B of Title I of the ESEA.

**Code of Federal Regulations (CFR):** A codification of the general and permanent regulations (or rules) published in the *Federal Register* by the Executive departments and agencies of the Federal Government. The CFR is divided into 50 titles that represent broad subject areas. The U.S. Department of Education regulations are found in title 34 of the CFR. Each title is divided into chapters, which is further subdivided into parts and sections governing specific regulatory areas. (*Explanation page, any CFR volume.*) There are no program-specific regulations for Even Start. However, certain Education Department General Administrative Regulations (EDGAR) apply to the Even Start program. (See “Education Department General Administrative Regulations (EDGAR)” in this Glossary.) You can access the CFR at the following website:  
<http://www.gpoaccess.gov/cfr/index.html>.

**Classroom Literacy Interventions and Outcomes (CLIO):** The current and fourth national Even Start evaluation. The CLIO study will test different integrated, complementary sets of family literacy interventions that integrate early childhood education with parenting education and parent-child joint literacy activities against each other and against a control group of Even Start projects implementing their usual family literacy services. CLIO is being implemented by the Department’s Institute of Education Sciences (IES); for further information, contact Tracy Rimdzius at [Tracy.Rimdzius@ed.gov](mailto:Tracy.Rimdzius@ed.gov).

**codified or codification:** In general, a legal “code” is a collection, compendium, or revision of laws, such as a complete body of laws on a particular subject, systematically arranged such as into chapters, subheadings, and tables of contents. [*Black’s Law Dictionary (West, 1968).*] Congress often makes revisions to statutes (and agencies make revisions to regulations) over a period of years. Rather than requiring each revision to be found and read separately, a codification arranges the complete current law into a whole. With respect to Federal laws, Congress passes authorizing legislation or amendments to that legislation through an Act or public law (e.g., Public Law 107-110, the No Child Left Behind Act, which amended the Elementary and Secondary Education Act of 1965 (ESEA)), which is published in the Statutes at Large and also in a public law version. For example, the Even Start authorizing statute is located in Sections 1231 – 1242 of Subpart 3, Part 2, of Title I of the ESEA. When a public law is permanent legislation, it is then “codified” into the United States Code. The Even Start statute is located with other education statutes in Title 20 of the United States Code, and specifically is in sections 6381 – 6381k of Title 20 (cited as 20 U.S.C. §§ 6381 – 6381k). Thus, each section of the Even Start law has two possible citations – one to the public law, and one to the codified law, both of which refer to the same provision. With respect to regulations, a federal agency regulation generally first is published in the daily version of

the *Federal Register*, and then, when final, is codified into the Code of Federal Regulations (CFR). (See Code of Federal Regulations, regulations, and United States Code in this Glossary.)

**collaborator or collaborating agency:** As used informally in the Even Start context, a collaborator or collaborating agency or organization generally means an organization, agency, or entity that may provide program services but is not a formal partner in the “eligible entity” partnership that receives the subgrant from the SEA. (See “eligible entity” in this Glossary.)

**committee of practitioners:** For the purposes of Title I programs, a committee at the State level that is required by section 1903(b) of the ESEA to review, before publication, any proposed or final State rule or regulation under Title I of the ESEA, including any proposed or final State rule or regulations about the Even Start program. Each State’s committee of practitioners must include at a minimum, as a majority of its members, representatives from local educational agencies (LEAs); teachers, including vocational educators; parents; members of local school boards; representatives of private school children; and pupil services personnel. (*Section 1903(b), ESEA; 20 U.S.C. 6573(b).*) (For further information, see the Even Start guidance under “State Administration/Committee of Practitioners.”)

**community-based organization (CBO):** One of the possible partners in the eligible entity partnership that may apply for and receive an Even Start subgrant. (*Section 1232(e)(1), ESEA; 20 U.S.C. 6381a(e)(1).*) (See “eligible entity” in this Glossary.) As defined in the ESEA, a “community-based organization” is a public or private nonprofit organization of demonstrated effectiveness that is representative of a community or significant segments of a community; and provides educational or related services to individuals in the community. (*Section 9101(6), ESEA; 20 U.S.C. 7801(6).*)

**consolidated State performance report:** A report approved by the U.S. Office of Management and Budget that collects data from States on programs that were implemented under the No Child Left Behind (NCLB) Act. For school year 2003-2004, Part I of the CPR will collect data related to the five Elementary and Secondary Education Act Goals established in the June 2002 Consolidated State Application and information required for the Annual State Report to the Secretary, as described in section 1111(h)(4) of NCLB. Part II of the CPR focuses on information related to State activities and outcomes of specific Elementary and Secondary Education Act programs for the 2003-2004 school year, including the Even Start Family Literacy Program. (For further information, see the following website:

<http://www.ed.gov/admins/lead/account/consolidated/index.html>.)

**core instructional or educational components:** Section 1234(a) of the Even Start statute requires local projects to provide intensive “family literacy services” for eligible parents and children. The definition of “family literacy services” includes four core instructional or educational components that each local Even Start program must provide:

- an age-appropriate education to prepare children for success in school and life experiences (early childhood education);

- training for parents regarding how to be the primary teacher for their children and full partners in the education of their children (parenting education);
- parent literacy training that leads to economic self-sufficiency (adult literacy or English language instruction); and
- interactive literacy activities between parents and their children (ILA). (Sections 1234(a) and 9101(20), ESEA; 20 U.S.C. 6381c(a) and 7801(20); Even Start guidance under "Background" and "Local Administration/Program Elements/High-Quality, Intensive Instructional Programs.")

**cost share or "matching" share:** As used in the Even Start statute, the portion of the cost of local Even Start projects that applicants must provide from sources other than Even Start. Projects may provide this non-Even Start portion in cash or in-kind, fairly evaluated, and may obtain that portion from any source including any Federal funds under the ESEA other than Even Start. (Section 1234(b)(1), ESEA; 20 U.S.C. 6381c(b)(1).) The cost share may only include allowable costs. (EDGAR, 34 CFR 74.23 and 80.24.) (For further information, see the Even Start guidance under "State Administration/Project Funding/Federal and Local Share.") The SEA may waive the required Federal share (and therefore the cost share) in whole or part under certain limited circumstances stated in the statute. (Section 1234(b)(2), ESEA; 20 U.S.C. 6381c(b)(2).) A waiver has the effect of allowing a local project to provide less than the minimum amount that they otherwise are required to contribute in non-Even Start resources.

**Department of Education Organization Act (DEOA):** Federal legislation that authorized the establishment of the U.S. Department of Education and includes provisions on organization of the Department and cross-cutting provisions. (Public Law 96-88; 20 U.S.C. 3401 et seq.)

**direct costs:** Generally, direct costs are those costs that can be identified specifically with a particular final cost objective (e.g., equipment). For example, direct costs chargeable to Federal awards typically may be compensation of employees for the time devoted and identified specifically to the performance of the award; cost of materials acquired or expended specifically for the purpose of the award; equipment and other approved capital expenditures; travel expenses incurred specifically to carry out the award, and other direct costs allowed in EDGAR and the applicable OMB Cost Circulars. (See related Glossary item: "Indirect Costs.") (OMB Cost Circular A-87, Attachment A, Section E.)

**early childhood education services:** One of the four core instructional components that local Even Start projects must provide as part of "family literacy services." (See "family literacy services" in this Glossary.) The early childhood education instructional component provides high-quality, intensive, and age-appropriate early childhood educational services to prepare children for success in school and life experiences. (Sections 1235(4) and 9101(20), ESEA; 20 U.S.C. 6381d(4) and 7801(20).) Section 1235(10) and (12) of the Even Start statute (20 U.S.C. 6381d(10) and (12)) requires early childhood education services to be based on scientifically based reading research to the extent that research is available and to include reading-readiness activities for preschool children based on scientifically based reading research to the extent available, to ensure that children enter

school ready to learn to read. (For further information about research-based early childhood education for preschool age children, see *Teaching Our Youngest, A Guide for Preschool Teachers and Child-Care and Family Providers* (U.S. Department of Education/U.S. Department of Health and Human Services, 2002), and the Even Start guidance under "Local Administration/Program Elements/Reading Readiness Activities Based on Scientifically Based Reading Research.")

**Education Department General Administrative Regulations (EDGAR):** Codified U.S. Department of Education regulations (or rules) of general applicability that are published in the *Federal Register* and Title 34 of the Code of Federal Regulations (CFR). Sections generally applicable to the Even Start State-administered program (including local Even Start projects that are funded with subgrants from the SEA) are:

- Part 74 (Administration of grants and agreements with institutions of higher education, hospitals, and other non-profit organizations)
- Part 76 (State-administered programs)
- Part 77 (Definitions that apply to U.S. Department of Education regulations)
- Part 80 (Uniform administrative requirements for grants and cooperative agreements to state and local governments, including Indian tribes and tribal organizations)
- Part 81 (General Education Provisions Act – enforcement)
- Part 82 (New restrictions on lobbying)
- Part 84 (Governmentwide requirements for drug-free workplace (financial assistance))
- Part 85 (Governmentwide debarment and suspension (nonprocurement))
- Part 98 (Student rights in research, experimental programs, and testing)
- Part 99 (Family educational rights and privacy).

EDGAR is available at the following website:

<http://www.ed.gov/policy/fund/reg/edgarReg/edgar.html>.

**ED Pubs:** An online ordering system for U.S. Department of Education publications. All publications are provided at no cost to the general public by the U.S. Department of Education. The website is: <http://www.edpubs.org/webstore/Content/search.asp>. You also can contact ED Pubs at: Phone: 1-877-4-ED-PUBS; TTY/TDD: 1-877-576-7734; Fax: 1-301-470-1244; Mail: ED Pubs, P.O. Box 1398, Jessup, MD 20794-1398.

**Elementary and Secondary Education Act of 1965, as amended (ESEA):** The overall authorizing statute (20 U.S.C. 6301 et seq.) for Even Start and other Federal elementary and secondary education programs, amended by the No Child Left Behind Act of 2001 (NCLB) (Public Law 107-110).

**eligible entity:** As defined in section 1232(e) of the Even Start statute, a partnership composed of: (A) a local educational agency (LEA); and (B) a nonprofit community-based organization, a public agency other than an LEA, an institution of higher education; or a public or private non-profit organization other than an LEA, of demonstrated quality. (Section 1232(e)(1), ESEA; 20 U.S.C. 6381a(e)(1).) SEAs award

subgrants to eligible entities to carry out Even Start programs. (*Section 1233(b)(1), ESEA; 20 U.S.C. 6381b(b)(1).*)

**eligible participant:** Generally, eligible participants in an Even Start program are: (1) a parent or parents who are eligible for participation in adult education and literacy activities under the Adult Education and Family Literacy Act, who are within the State's compulsory school attendance age range (so long as a local educational agency provides or ensures the availability of the basic education component), or who are attending secondary school; and (2) the adult's child or children from birth through age seven. (*Section 1236, ESEA.*)

**empowerment zone/enterprise community (EZ/EC):** Section 1238(a)(2) of the ESEA (*20 U.S.C. 6381g(a)(2)*) requires SEAs to give priority (among other things) to Even Start applications for local subgrants that are located in "areas designated as empowerment zones or enterprise communities." Empowerment zones (EZs) and enterprise communities (ECs) are designated under the federal Empowerment Zone and Enterprise Community initiative or program, which is designed to afford communities opportunities for growth and revitalization. The initiative or program for urban EZ/ECs is overseen by the U.S. Department of Housing and Urban Development, and for rural EZ/ECs by the U.S. Department of Agriculture. You can find a list of EZ/ECs located in your State (along with a list of areas designated as urban and rural "renewal communities (RCs)") at the following website:

<http://www.hud.gov/offices/cpd/economicdevelopment/programs/rc/tour/roundnumber.cfm#3>.

**equipment:** As generally defined in the Education Department General Administrative Regulations, the term equipment means "tangible, non-expendable, personal property having a useful life of more than one year and an acquisition cost of \$5,000 or more per unit." A grantee may use its own definition of equipment provided that its definition would at least include all the equipment defined above. (*See EDGAR, 34 CFR 74.2, 77.1(b), and 80.3; see also the applicable OMB Cost Circular (A-21, A-87, or A-122), under Selected Items of Cost for "Equipment and other capital expenditures."*) Equipment costs generally require prior approval of the awarding agency (*EDGAR, 34 CFR 80.30(b); applicable OMB cost circular (A-21, A-87, or A-122) under Selected Items of Cost, equipment and other capital expenditures.*)

**equitable participation:** "Equitable participation" is an informal term referring to the provisions in sections 9501-9504 of the ESEA related to participation by private school children and teachers, which are applicable to the Even Start program. Those provisions require recipients of Federal funds, such as Even Start funds, to provide eligible school-age children who are enrolled in private elementary and secondary schools, and their teachers or other educational personnel, educational services and benefits under those programs on an equitable basis with the educational services and benefits provided public school children. Eligible entities provide the equitable services after timely and meaningful consultation with the appropriate private school officials. (*Sections 9501-9504, ESEA; 20 U.S.C. 7881 – 7886.*) (For further information, see the Even Start guidance, under "Local Administration/Participant Eligibility/Parents or Children in Private Schools"; see also "meaningful consultation" in this Glossary.)

**evaluation, local independent:** One of the required 15 program elements that each Even Start project must provide is an independent local program evaluation to be used for program improvement. (*Section 1235(15), ESEA; 20 U.S.C. 6381d(15).*) (For further information, see the Even Start guidance under “Local Administration/Program Elements/Local Independent Evaluation.”)

**evaluation, national Even Start:** The Even Start statute requires the Secretary to provide for an independent evaluation of local Even Start programs to determine their performance and effectiveness. (*Section 1239, ESEA; 20 U.S.C. 6381h.*) The current national Even Start evaluation, Classroom Literacy Interventions and Outcomes (CLIO), is the fourth evaluation of the program. A report of the third national Even Start evaluation, the Even Start Performance Information Reporting System (ESPIRS), is available at the following website: <http://www.ed.gov/rschstat/eval/disadv/evenstartthird/toc.html>. (See also “Classroom Literacy Interventions and Outcomes (CLIO)” and “Even Start Performance Information Reporting System (ESPIRS)” in this Glossary.)

**Even Start Performance Information Reporting System (ESPIRS):** The third national evaluation of the Even Start program. A report on this evaluation is available at the following website: <http://www.ed.gov/rschstat/eval/disadv/evenstartthird/toc.html>. (See also “evaluation, national Even Start” in this Glossary.)

**family literacy services:** As defined in the ESEA, services provided to participants on a voluntary basis that are of sufficient intensity in terms of hours, and of sufficient duration, to make sustainable changes in a family, and that integrate all of the following activities:

- (A) Interactive literacy activities between parents and their children.
- (B) Training for parents regarding how to be the primary teacher for their children and full partners in the education of their children.
- (C) Parent literacy training that leads to economic self-sufficiency.
- (D) An age-appropriate education to prepare children for success in school and life experiences. (*Section 9101(20), ESEA; 20 U.S.C. 7801(20).*)

Each of these core components is considered an instructional program. (*Even Start guidance, “Background” and “Local Administration/Program Elements/High-Quality, Intensive Instructional Programs.”*) All Even Start local projects must use their Even Start subgrant funds to pay the Federal share of the cost of providing intensive family literacy services for eligible participants. (*Section 1234(a), ESEA; 20 U.S.C. 6381c(a).*)

**Federal Register:** The official daily publication for Federal regulations (or rules), proposed Federal regulations (or rules), and notices of Federal agencies and organizations, as well as executive orders and other presidential documents, published by the Office of the Federal Register, National Archives and Records Administration (NARA). You can access the *Federal Register* at the following website: <http://www.gpoaccess.gov/fr/>.

**Federal share:** As used in section 1234(b)(1) of the Even Start statute, the Federal share is the amount of Federal Even Start funds that a local Even Start project receives each

year. The Federal share may not exceed the following percentages of the total project cost: 90 percent of the total cost of the program in the first year; 80 percent in the second year; 70 percent in the third year; 60 percent in the fourth year; 50 percent in the fifth, sixth, seventh, and eighth years; and 35 percent in any subsequent year. (*Section 1234(b), ESEA; 20 U.S.C. 6381c(b).*) The remaining cost of a local Even Start program is the “matching” or “cost share” provided with other funds. (See “Cost share or ‘matching’ share” in this Glossary.) Under certain limited circumstances stated in the statute, the SEA may waive the maximum Federal share required in whole or part. (*Section 1234(b)(2), ESEA; 20 U.S.C. 6381c(b)(2).*) The effect of such a waiver would be to allow a local project to provide less than the minimum amount that they otherwise are required to contribute in non-Even Start resources.

**Federal Educational Rights and Privacy Act (FERPA):** Federal statute containing provisions for the protection of the privacy of parents and students, which applies to the Even Start program (*Section 444, GEPA; 20 U.S.C. 1232g*). The statute is implemented by regulations located in Part 99 of EDGAR, 34 CFR 99.1–99.67. (For further information about FERPA requirements, contact the U.S. Department of Education’s Family Policy Compliance Office at the following website:  
<http://www.ed.gov/policy/gen/guid/fpco/index.html>.)

**General Education Provisions Act (GEPA):** Federal statute that, in general, contains provisions about the functions of the U.S. Department of Education, appropriations and evaluations, general requirements and conditions about the operation and administration of Department of Education programs (including SEA and LEA administration), and enforcement provisions (*Title IV of Public Law 90-247, as amended; 20 U.S.C. 1221 – 1234i*).

Provisions that are particularly relevant to SEA and LEA administration include:

- section 432 (Review of Applications, includes applicant or recipient hearing rights);
- section 440 (State Agency Monitoring and Enforcement);
- section 441 (Single State Application, includes assurances about (in part) State administration, fiscal requirements, and administration including monitoring);
- section 442 (Single Local Educational Agency Application, includes assurances);
- section 443 (Records);
- section 444 (FERPA) (see “Family Educational Rights and Privacy Act” in this Glossary);
- section 445 (Protection of Pupil Rights); and
- sections 451 – 459 (Enforcement).

(*20 U.S.C. 1231b-2, 1232c, 1232d, 1232e, 1232f, 1232g, 1232h, and 1234-1234h, respectively.*)

**Government Performance Results Act of 1993 (GPRA).** Federal statute designed to improve the effectiveness, efficiency, and accountability of Federal programs by having agencies and departments focus more closely on setting program objectives, evaluating progress toward meeting those objectives and reporting to the public on program results and performance (*Public Law 103-62; 5 U.S.C. 306; 31 U.S.C. 1101 note, 1105, 1115, 1116 – 1119, 9703, 9704; 39 U.S.C. 2801 – 2805*). GPRA is administered by the Federal Office of Management and Budget (OMB). You can find a copy of GPRA, related information and

OMB guidance on GPRA at the following website:  
<http://www.whitehouse.gov/omb/mgmt-gpra/>.

**guidance, Even Start:** The Guidance for the William F. Goodling Even Start Family Literacy Programs is written to assist States and local projects in understanding, administering, and implementing the Even Start program. The current Even Start Guidance (September 2003) reflects changes made to the program by the Literacy Involves Families Together (LIFT) Act of 2000 and by the No Child Left Behind Act of 2001 (NCLB). Guidance in that document replaces all prior nonregulatory guidance for Even Start and also addresses questions raised by State and local officials regarding the law. States may refer to this guidance when administering funds under the State-administered portion of the Even Start program, and local recipients of Even Start funds may refer to this guidance when administering or operating projects supported by subgrants awarded by States or by direct grants from the U.S. Department of Education. The Even Start guidance is available at the following website:  
<http://www.ed.gov/programs/evenstartformula/legislation.html>.

**indicators of program quality:** Specific performance measures for adult and child participants that the Even Start statute requires each State to develop and use to monitor, evaluate, and improve local Even Start projects. (*Section 1240, ESEA; 20 U.S.C. 6381i.*)

**indirect costs:** Indirect costs are those: (a) incurred for a common or joint purpose benefiting more than one cost objective, and (b) not readily assignable to the cost objectives specifically benefited, without effort disproportionate to the results achieved. (*OMB Cost Circular A-87, Attachment A, section F.*) There is no universal rule for classifying certain costs as either direct or indirect. However, each item of cost must be treated consistently in like circumstances either as a direct or as an indirect cost. Therefore, if a particular cost item is treated by an entity as an indirect cost for the purposes of one Federal award, it must be treated as an indirect cost for the purposes of the Even Start award as well. (*OMB Cost Circular A-87, Attachment A, section D.*) Indirect costs are not allowable charges for local Even Start programs, either to the Federal Even Start funds or as matching costs. However, SEAs may charge indirect costs to the State set-aside for technical assistance and State administration of the Even Start program. For further information about indirect costs, please refer to the following website:  
<http://www.ed.gov/about/offices/list/ocfo/fipao/icgindex.html> .

**Institute of Education Sciences (IES):** IES is an office in the U.S. Department of Education that is the Department's main research arm, and is responsible for administering the Even Start national evaluation. (See "evaluation, national Even Start" in this Glossary.) IES compiles statistics, funds research, evaluations, and dissemination, and provides research-based guidance to further evidence-based policy and practice. For further information, see the following website:  
<http://www.ed.gov/about/offices/list/ies/index.html?src=oc>.

**institution of higher education:** One of the possible partners in the eligible entity partnership that may apply for and receive an Even Start subgrant. (*Section 1232(e)(1),*

*ESEA; 20 U.S.C. 6381a(e)(1).*) (See “eligible entity” in this Glossary.) As defined in the ESEA (*Section 9101(24), ESEA; 20 U.S.C. 7801(24)*), “institution of higher education” has the meaning given the term in section 101(a) of the Higher Education Act of 1965, as amended, which is an educational institution in any State that--

(1) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate;

(2) is legally authorized within such State to provide a program of education beyond secondary education;

(3) provides an educational program for which the institution awards a bachelor's degree or provides not less than a 2-year program that is acceptable for full credit toward such a degree;

(4) is a public or other nonprofit institution; and

(5) is accredited by a nationally recognized accrediting agency or association, or if not so accredited, is an institution that has been granted preaccreditation status by such an agency or association that has been recognized by the Secretary for the granting of preaccreditation status, and the Secretary has determined that there is satisfactory assurance that the institution will meet the accreditation standards of such an agency or association within a reasonable time.

*(Section 101(a), Higher Education Act of 1965, as amended (HEA); 20 U.S.C. 1001(a).)*

**interactive literacy activities (ILA):** Interactive literacy activities between parents and children (formerly called parent and child activities (PACT)). One of the four core instructional components that local Even Start projects must provide as part of “family literacy services.” (See “family literacy services” in this Glossary.) The interactive literacy activity (ILA) instructional component provides high-quality, intensive, interactive literacy activities between parents and their children. (*Sections 1235(4) and 9101(20), ESEA; 20 U.S.C. 6381d(4) and 7801(20).*) Section 1235(10) of the Even Start statute (*20 U.S.C. 6381d(10)*) requires interactive literacy activities for children and adults, as one of the four core instructional components, to be based on scientifically based reading research to the extent that research is available. (See the Even Start guidance under “Local Administration/Program Elements/High-Quality, Intensive, Instructional Programs.”)

**“less-than-arms-length”:** As used in the OMB Cost Circulars with respect to allowable charges for leased or rented space or equipment, a less-than-arms-length lease is one under which one party to the lease agreement is able to control or substantially influence the actions of the other (for example, a partner in the “eligible entity” partnership that receives an Even Start subgrant leases, rents, or donates space or equipment for the project’s use). In that case, the cost of the lease, rental, or donation of space or equipment is allowable only up to the amount that would be allowed based on an ownership interest, which would include expenses such as depreciation or use allowance, maintenance, taxes, and insurance as specified in the OMB Cost Circulars, rather than being based on rental costs of comparable property. (*Applicable OMB Circulars (A-21, A-87, or A-122), under Selected Items of Cost, - Rental costs of buildings and equipment; and Depreciation and use allowances.*)

**local educational agency (LEA):** As defined in section 9101(26) of the ESEA, a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary schools or secondary schools in a city, county, township, school district, or other political subdivision of a State, or of or for a combination of school districts or counties that is recognized in a State as an administrative agency for its public elementary schools or secondary schools. The term includes any other public institution or agency having administrative control and direction of a public elementary school or secondary school. For the purposes of the Even Start program, the term also includes certain elementary schools or secondary schools funded by the Bureau of Indian Affairs as indicated in section 9101(26)(C) of the ESEA that are not subject to the jurisdiction of any State educational agency other than the Bureau of Indian Affairs. The term LEA includes educational service agencies and consortia of those agencies. The term also includes the SEA in a State in which the SEA is the sole educational agency for all public schools. (*Section 9101(26), ESEA; 20 U.S.C. 7801(26).*)

**maintenance of effort:** A legal requirement made applicable to the Even Start Family Literacy Program through No Child Left Behind (NCLB) Act amendments to the Elementary and Secondary Education Act, under which a local Even Start project may receive Even Start funds for a particular fiscal year only if the State educational agency (SEA) determines that each local educational agency (LEA) partner's combined fiscal effort per student or the aggregate expenditure of the LEA and the State for the provision of free public education by the LEA for the preceding fiscal year was not less than 90 percent of the combined fiscal effort or aggregate expenditures for the second preceding fiscal year. If an LEA fails to meet this requirement, the SEA must reduce the allocation of funds to the partnership for that fiscal year in the exact proportion by which the LEA fails to meet the requirement by falling below the 90 percent level. (*Section 9521, ESEA.*)

**matching share:** See "cost share or 'matching' share" in this Glossary.

**meaningful consultation:** One of the requirements relating to "equitable participation" of private school students and teachers. (See "equitable participation" in this Glossary.) Eligible entities must provide the equitable services after timely and meaningful consultation with the appropriate private school officials. (*Sections 9501-9504, ESEA; 20 U.S.C. 7881 - 7886.*)

**minor remodeling:** Minor alterations in a previously completed building. The term also includes the extension of utility lines, such as water and electricity, from points beyond the confines of the space in which the minor remodeling is undertaken but within the confines of the previously completed building. The term does not include building construction, structural alternations to buildings, building maintenance, or repairs. (*EDGAR, 34 CFR 77.1.*) Construction generally is not an allowable cost for Even Start programs. (*see EDGAR, 34 CFR 76.533.*) However, minor remodeling is not considered to be construction and therefore is allowable if the cost is necessary and reasonable in amount. (For further information, see the Even Start guidance under "Local Administration/Fiscal Issues/Allowable Costs and Unallowable Costs.")

**most-in-need:** Two of the required program elements that each Even Start project must provide relate to services for eligible families that are "most-in-need" of those services. Projects may only serve that subset of eligible families that the project identifies as being "most-in-need," as indicated by a low level of income, a low level of adult literacy or English language proficiency of the eligible parent or parents and other need-related indicators (*Section 1235(1) and (14), ESEA; 20 U.S.C. 6381d(1) and (14).*) Thus, each project is designed to meet the unique literacy needs of a defined group of most-in-need families, which the project must identify, recruit, screen and serve within the parameters of the purpose and resources of the local project. (See the Even Start guidance under "Local Administration/Program Elements/#1 - Identification and Recruitment of Families Most in Need of Even Start Services, and #14 - Providing Services to Most in Need" for further information about this requirement.)

**National Institute for Literacy (NIFL):** NIFL is a Federal entity administered by the Secretaries of Education, Labor, and Health and Human Services with a 10-member advisory board appointed by the President and confirmed by the Senate. NIFL's activities are authorized under the Adult Education and Family Literacy Act (AEFLA) in the Workforce Investment Act and the No Child Left Behind Act of 2001 (NCLB). The Institute provides national leadership regarding literacy, coordinates literacy services and policy, and serves as a national resource for adult education and literacy programs. The Institute also disseminates information on scientifically based reading research pertaining to children, youth, and adults as well as information about development and implementation of classroom reading programs based on the research. Further information about NIFL can be found at the following website:  
[http://www.nifl.gov/nifl/about\\_nifl.html](http://www.nifl.gov/nifl/about_nifl.html).

**No Child Left Behind Act of 2001 (NCLB):** Federal statute that reauthorized and amended the ESEA, including the Even Start program (*Public Law 107-110 (January 8, 2002)*). The NCLB incorporates the principles and strategies proposed by President Bush, including increased accountability for States, school districts, and schools; greater choice for parents and students, particularly those attending low-performing schools; more flexibility for States and LEAs in the use of Federal education dollars; and a stronger emphasis on reading, especially for our youngest children. You can find further information about the NCLB at the following website:  
<http://www.ed.gov/nclb/landing.jhtml?src=ln>.

**Office of Elementary and Secondary Education (OESE):** The office in the U.S. Department of Education that provides financial assistance to State and local education agencies for both public and private preschool, elementary, and secondary education, and is responsible for administering the Even Start program. Working together with these and other education partners, OESE promotes and supports equal educational opportunities and educational excellence for all students. You can find further information about OESE at the following website:  
<http://www.ed.gov/about/offices/list/oease/index.html?src=oc>.

**Office of Management and Budget, U.S. (OMB):** The Federal executive agency whose predominant mission is to assist the President in overseeing the preparation of the Federal budget and to supervise its administration in Executive Branch agencies. In addition, OMB oversees and coordinates the Administration's procurement, financial management, information, and regulatory policies, including the OMB Cost Circulars. You can find further information about OMB at the following website:  
<http://www.whitehouse.gov/omb/>.

**OMB Cost Circulars or cost principles:** Sets of principles overseen by OMB that govern allowable direct and indirect costs that may be charged to Federal grants or claimed toward matching or cost share requirements. These cost circulars are incorporated in EDGAR as rules that govern Federal education grants, including Even Start. (*EDGAR, 34 CFR 76.530, 74.27, and 80.22.*) The cost principles generally relevant to Even Start programs include: OMB Circular A-21, Cost Principles for Educational Institutions (05/10/2004); OMB Circular A-87, Cost Principles for State, Local and Indian Tribal Governments (05/10/2004); and OMB Circular A-122, Cost Principles for Non-Profit Organizations (05/10/2004), available at the following website:  
<http://www.whitehouse.gov/omb/circulars/index.html>.

**Part A of Title IV of the Social Security Act (42 U.S.C. 601 et seq):** Provisions of the Social Security Act relating to block grants to States for Temporary Assistance for Needy Families (TANF). Section 1238(a)(1)(B) of the Even Start statute requires SEAs in awarding subgrants to give priority to and establish a review panel that will approve applications that, among other things, demonstrate that the area to be served by the proposed program has a high percentage or a large number of children and families who are in need of Even Start services as indicated by a number of possible need-related indicators, including a high number or percentage of parents who are receiving assistance under a State program funded under Part A of Title IV of the Social Security Act .  
(*Section 1238(a)(1)(B), ESEA; 20 U.S.C. 6381g(a)(1)(B).*)

**parent:** As defined in section 9101(31) of the ESEA, the term "parent" includes, in addition to a biological or adoptive parent, a legal guardian or other person standing "*in loco parentis*." (*Section 9101(31), ESEA; 20 U.S.C. 7801(31).*) As indicated in the Even Start guidance, generally "*in loco parentis*" means a person acting in place of a parent and may include a person such as a grandparent or stepparent with whom the child lives, or a person who is legally responsible for the child's welfare.

**parenting education:** One of the four core instructional components that local Even Start projects must provide as part of "family literacy services." (See "family literacy services" in this Glossary.) The parenting education instructional component provides high-quality and intensive instructional programs for parents about how to be the primary teacher for and full partners in the education of their children and support their children's educational growth. (*Sections 1235(4) and 9101(20), ESEA; 20 U.S.C. 6381d(4) and 7801(20).*) Section 1235(10) of the Even Start statute (*20 U.S.C. 6381d(10)*) requires parenting education instructional programs to be based on scientifically based reading research to the extent that research is available. (For further information about research-based parenting education programs, see *Guide to Improving Parenting Education in Even Start Family*

*Literacy Programs* (U.S. Department of Education, September 2000), available through ED Pubs, at: <http://www.edpubs.org/webstore/Content/search.asp>.)

**parent involvement:** Generally, a term used to describe specific provisions applicable to programs funded under Title I, Part A of the ESEA regarding the involvement of parents in their children's education and schools. As defined in section 9101(32), the term means: the participation of parents in regular, two-way, and meaningful communication involving student academic learning and other school activities, including ensuring—

- (A) that parents play an integral role in assisting their child's learning;
- (B) that parents are encouraged to be actively involved in their child's education at school;
- (C) that parents are full partners in their child's education and are included, as appropriate, in decisionmaking and on advisory committees to assist in the education of their child;
- (D) the carrying out of other activities, such as those described in section 1118 of the ESEA. (*Section 9101(32), ESEA; 20 U.S.C. 7801(32).*)

(For further information about these parental involvement provisions, including activities described in section 1118 of the ESEA, see the *Non-regulatory Guidance on Parental Involvement: Title I, Part A* (April 23, 2004) at the following website: <http://www.ed.gov/programs/titleiparta/parentinvguid.doc>.)

**partnership:** An eligible entity that may apply for an Even Start subgrant is a partnership between one or more LEAs and other organizations or agencies. (See "eligible entity" in this Glossary.) As indicated in the Even Start guidance, a partnership as used in this context may take a number of different forms, and can designate any partner as the fiscal agent for the subgrant or form a formal legal entity that is a partnership to serve as the fiscal agent. In each case, the partners should clearly delineate their respective roles and functions, identify the partner(s) that will serve as the fiscal agent, and agree in writing to any required assurances and authorizations. (For further information about an Even Start partnership, see the Even Start guidance under "State Administration/Competition for Subgrants/Eligible Entity.")

**performance indicators:** See "indicators of program quality" in this Glossary.

**Preschool Curriculum Evaluation Research Grants Program (PCER):**

Discretionary grants administered by the Department's IES to conduct research on the effectiveness of preschool curricula. The aim of the grants is to implement rigorous evaluations of preschool curricula that will provide information to support informed choices of classroom curricula for early childhood. The Department funded seven grantees for FY 2002. (For further information about these grants, contact Caroline Ebanks at [Caroline.Ebanks@ed.gov](mailto:Caroline.Ebanks@ed.gov) or see the following website: <http://www.ed.gov/news/pressreleases/2002/07/07252002.html>.)

**professional development:** As defined in section 9101(34) of the ESEA, specific activities that, among other things, improve and increase teachers' knowledge of the

academic subjects the teachers teach, and enable teachers to become highly qualified. Professional development includes activities that are high quality, sustained, intensive, and classroom-focused in order to have a positive and lasting impact on classroom instruction and the teacher's performance in the classroom, and, activities that advance teacher understanding of effective instructional strategies that are based on scientifically based research. (*Section 9101(34), ESEA; 20 U.S.C. 7801(34).*) (See also "staff training" in this Glossary.)

**program indicators:** See "indicators of program quality" in this Glossary.

**program elements:** As used in the Even Start statute, fifteen activities and services that local Even Start programs must provide. (*Section 1235, ESEA; 20 U.S.C. 6381d.*) These required program elements include: identification and recruitment of families most in need of Even Start services; screening and preparation of participants for full participation; flexible scheduling and support services; high-quality, intensive instructional programs in the four core instructional components; meeting specific staff qualifications; staff training; home-based instructional services; year-round services; coordination with other programs; instructional programs based on scientifically based reading research; regular attendance and retention; reading readiness activities for preschool children based on scientifically based reading research; continuity of services; providing services to families most-in-need; and an independent local evaluation used for program improvement. (See the Even Start guidance under "Local Administration/Program Elements" for further information about each program element.)

**quality standards:** See "indicators of program quality" in this Glossary.

**review panel:** A group of individuals at the SEA level that is required to approve applications for new Even Start subgrants. The review panel must consist of at least three members, including one early childhood professional, one adult education professional, and one individual with experience in family literacy programs, and may include other individuals. (*Section 1238(a)(3), ESEA; 20 U.S.C. 6381g(a)(3).*) (For further information, see the Even Start guidance under "State Administration/Competition for Subgrants/Review Panel.")

**RFA or RFP:** See "application, local program."

**regulations:** Any generally applicable rule, regulation, guideline, interpretation, or other requirement that is prescribed by the Secretary or the U.S. Department of Education and has legally binding effect in connection with, or affecting, the provision of financial assistance under any applicable education program, including the Even Start program. (*Section 437, GEPA; 20 U.S.C. 1232(a).*) Regulations for the U.S. Department of Education generally are published in the *Federal Register* and, if codified, also in Title 34 of the Code of Federal Regulations (CFR). There are no program-specific regulations for the State-administered Even Start program. However, a number of general education regulations apply to the program, which are located in the Education Department General

Administrative Regulations (EDGAR) in Title 34 of the CFR. (See “*Federal Register*,” “Code of Federal Regulations (CFR),” and “EDGAR” in this Glossary.)

**School Achievement and School Accountability (SASA) Program:** The office in the U.S. Department of Education that administers Title I programs, including the Even Start program. (For further information, see the following website:  
<http://www.ed.gov/about/offices/list/oese/sasa/aboutus.html>.)

**scientifically based reading research (SBRR):** The term ‘scientifically based reading research’ means research that- (A) applies rigorous, systematic, and objective procedures to obtain valid knowledge relevant to reading development, reading instruction, and reading difficulties; and (B) includes research that –

- (i) employs systematic, empirical methods that draw on observation or experiment;
- (ii) involves rigorous data analyses that are adequate to test the stated hypotheses and justify the general conclusions drawn;
- (iii) relies on measurements or observational methods that provide valid data across evaluators and observers and across multiple measurements and observations; and
- (iv) has been accepted by a peer-reviewed journal or approved panel of independent experts through a comparably rigorous, objective, and scientific review. (*Sections 1208(6) and 1232(e)(4), ESEA; 20 U.S.C. 6368(6) and 6381a(e)(4).*)

**school-age adult:** For the purpose of the Even Start section of the Consolidated Performance Report for school year 2003-2004, as used in Section C, Indicators D and E, “school-age adult” means any parent attending elementary or secondary school. This term also includes those parents within the State’s compulsory attendance age range who are being served in an alternative school setting such as directly through the Even Start program.

**school-age children:** For the purpose of the Even Start section of the Consolidated Performance Report for school year 2003-2004, as used in Section C, Indicator H, “school-age children” means children in kindergarten through twelfth grade.

**staff qualifications (Even Start):** One of the 15 program elements that each local Even Start program must provide. (*Section 1235(5), ESEA; 20 U.S.C. 6381d(5).*) Each project must meet certain staff qualification requirements for staff whose salaries are paid in whole or in part with Even Start funds. (For further information on staff qualifications, see the Even Start guidance under “Local Administration/Program Elements/Staff qualifications.”) Under this requirement, “new” instructional staff means any instructional staff hired after December 21, 2000, the enactment of the Literacy Improves Families Together (LIFT) Act.

**staff training:** One of the 15 program elements that each local Even Start program must provide. (*Section 1235(6), ESEA; 20 U.S.C. 6381d(6).*) (For further information on staff training, including professional development, see the Even Start guidance under “Local Administration/Program Elements/Staff Training.”)

**State educational agency (SEA):** As defined in section 9101(41) of the ESEA (20 U.S.C. 7801(41)), the agency primarily responsible for the State supervision of public elementary schools and secondary schools.

**statute, Federal:** A public law enacted by the Congress and signed by the President, such as the No Child Left Behind Act of 2001 (NCLB) (Public Law 107-110), and the Elementary and Secondary Education Act of 1965, as amended (ESEA). The William F. Goodling Even Start Family Literacy Programs are authorized by Title I, Part B, Subpart 3 of the ESEA, as amended by the NCLB. The Even Start statute is available at the following website: <http://www.ed.gov/policy/elsec/leg/esea02/pg6.html>.

**supplement-not-supplant:** Generally speaking, a requirement that a recipient must use Federal education funds only to supplement the funds that would, in the absence of such Federal funds, be made available from non-Federal sources for the purpose of the program, and not to supplant those funds. (For example, see section 1120A, ESEA, with respect to the Title I, Part A program.) No specific supplement-not-supplant requirement applies to the Even Start program.

**supplies:** As defined in the Education Department General Administrative Regulations, in general, all tangible personal property other than "equipment" as defined in EDGAR (see "equipment" in this Glossary). (EDGAR, 34 CFR 74.2, 77.1(b), and 80.3.) For institutions of higher education and non-profit organizations, the term "supplies" also excludes: intangible property, debt instruments as defined in EDGAR, 34 CFR 74.2, and certain contractor inventions. (EDGAR, 34 CFR 74.2.) (Supplies and materials costs generally are allowable to the extent that they are necessary to carry out a Federal award, are reasonable in amount, and meet the other general cost principles (applicable OMB cost circular (A-21, A-87, or A-122) under Selected Items of Cost, materials and supplies costs.))

**support services:** One of the 15 program elements that each local Even Start program must provide when those services are unavailable from other sources and are necessary for an eligible family's participation in Even Start activities. As indicated in the statute, examples of such support services include child care for the period that parents are involved in the Even Start program and transportation for the purpose of enabling parents and their children to participate in the Even Start program. (Section 1235(3)(B) and (C); 20 U.S.C. 6381d(3)(B) and (C).) To be allowable under the applicable OMB cost principles, the cost of any such support services must be reasonable in amount.

**United States Code (U.S.C.):** A consolidation and codification of the general and permanent laws of the United States. (Preface, United States Code volumes.)

**U.S. Department of Education:** Federal executive agency responsible for, among other things, administering Federally funded education programs. Its general mission is to ensure equal access to education and to promote educational excellence throughout the nation. (For further information, see the following website: <http://www.ed.gov/about/landing.jhtml?src=gu>.)

**William F. Goodling Even Start Family Literacy Programs (Even Start):** *(Subpart 3 of Part B of Title I of the ESEA; 20 U.S.C. 6381 – 6381k.)* The purpose of Even Start programs is to help break the cycle of poverty and illiteracy by: (1) improving the educational opportunities of the Nation's low-income families by integrating early childhood education, adult literacy or adult basic education, and parenting education into a unified family literacy program, to be referred to as 'Even Start'; and (2) establishing a program that shall —

(A) be implemented through cooperative projects that build on high-quality existing community resources to create a new range of services;

(B) promote the academic achievement of children and adults;

(C) assist children and adults from low-income families to achieve to challenging State content standards and challenging State student achievement standards; and

(D) use instructional programs based on scientifically based reading research and addressing the prevention of reading difficulties for children and adults, to the extent such research is available. *(Section 1231, ESEA; 20 U.S.C. 6381.)*